

Message Text

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ORIGIN NEA-12

INFO OCT-01 ISO-00 AID-20 SNM-02 TRSE-00 DEAE-00 CIAE-00

INR-10 IO-14 JUSE-00 NSAE-00 RSC-01 SY-10 USIA-15

NSC-10 SCI-06 OMB-01 SS-20 /122 R

DRAFTED BY NEA/PAB:RAPECK:MRC

APPROVED BY NEA:RPDAVIES

NEA/PAB:PDCONSTABLE

NEA:LBLAINGEN

NEA/RA:TGRANT

AID/ASIA:JCORR

S/NM:RMUNN

ASIA/SA:GMCCLOSKEY

TREAS:MBACH (INFO)

----- 031797

P 050108Z DEC 73

FM SECSTATE WASHDC

TO AMEMBASSY ISLAMABAD PRIORITY

C O N F I D E N T I A L STATE 237809

E.O. 11652: GDS

TAGS: SNAR, PK

SUBJECT: NARCOTICS: PHASED BAN ON POPPY PRODUCTION

REF: A) ISLAMABAD 10316; B) ISLAMABAD 8846; C) STATE 209262

SUMMARY: WE THINK PLANNED GOP MEASURE
FOR SETTLED AREA PRODUCTION PHASEOUT IS INADQUATE. THREE-
YEAR PHASEOUT PERIOD UNNECESSARILY LONG. UNILATERAL GES-
TURE ON GOP PART PLACES USG IN DIFFICULT POSITION IN
FURTHER TALKS ON DIMENSIONS OF USG SUPPORT. MISSION
REQUESTED TO RAISE OUR OBJECTIONS AT POLITICAL LEVEL IN
ORDER TO MINIMIZE POSSIBLE MISUNDERSTANDING REGARDING USG
INTENTIONS.

1. APPARENT GOP READINESS TO ANNOUNCED FIXED SCHEDULE FOR
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PHASING-OUT ALL POPPY PRODUCTION IN SETTLED AREAS SEEMS TO

OPEN UP THE POSSIBILITY THAT A USG-SUPPORTED PROGRAM MAY YET BE ACHIEVED THIS SEASON. WE ARE NOT ENTHUSIASTIC, HOWEVER, WITH PROSPECT THAT SETTLED AREA BAN WILL BE STRETCHED OUT OVER THREE FULL GROWING SEASONS.

2. WE CONTINUE TO THINK (REF C) THAT FASTER PACE REASONABLE AND ACHIEVABLE. WE HAVE SUGGESTED NO MORE LICENSING IN SETTLED AREAS AFTER THE PRESENT GROWING SEASON.

AS ADDITIONAL INCENTIVE TO AGREEMENT ON ACCELERATED SCHEDULE FOR PHASING OUT OPIUM PRODUCTION, WE MIGHT BE ABLE TO ACCEPT PRIVATE WRITTEN ASSURANCE SETTING FORTH SCHEDULE, RECOGNIZING THAT THIS REPRESENTS GOALS WE MUTUALLY SEEK TO ACHIEVE. IN SUCH CASE, GOP MUST RECOGNIZE THAT WE WOULD HAVE TO DISCUSS SCHEDULE PRIVATELY WITH CONGRESS TO OBTAIN SUPPORT.

3. FROM YOUR LATEST REPORT, HOWEVER, IT APPEARS THAT GOP MEASURES WILL TAKE THE FORM OF A UNILATERAL GESTURE. IMMINENCE OF DECISION RAISES QUESTION AS TO WHETHER USG HAS ANY TIME LEFT TO NEGOTIATE MORE SATISFACTORY TIME-TABLE. WE ARE CONCERNED THAT APPARENT GOP INTENTION TO MOVE INDEPENDENTLY WITHOUT REFERENCE TO BILATERAL AGREEMENT WITH USG RELEGATES DISCUSSIONS OF DIMENSIONS OF USG SUPPORT TO EX POST FACTO HAGGLING OVER MONEY. WE ARE WILLING TO SUPPORT A GOP PROGRAM FOR PRODUCTION CONTROL, BUT OUR PERCEPTIONS OF WHAT IS REASONABLE SUPPORT WILL INEVITABLY DIFFER FROM THOSE OF THE GOP. IN HIS DISCUSSIONS WITH UNFDAC OFFICIALS RECENTLY, ORAKZAI DEMONSTRATED TENDENCY TO COUNT HIS CHICKENS BEFORE THEY ARE HATCHED, AND HE MAY BE PRESSING FORWARD WITH PRODUCTION CONTROL PROGRAM IN EXPECTATION OF GREATER USG FINANCIAL SUPPORT THAN WE CONTEMPLATE. THE WAY PRESENT DISCUSSIONS ARE GOING, IT APPEARS FROM THIS DISTANCE THAT SERIOUS POSSIBILITY EXISTS FOR MISUNDERSTANDING.

4. SINCE ORAKZAI, JAFAREY AND KAZI ARE RAISING ISSUE AT POLITICAL LEVEL, WE SUGGEST MISSION ALSO WEIGH IN AT CONFIDENTIAL

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POLITICAL LEVEL. WE THINK COMMITMENT TO PHASEOUT SCHEDULE OF GREAT IMPORTANCE, AND WISH IN NO WAY TO DELAY IT. BUT IT IS ALSO IMPORTANT THAT AREAS OF POTENTIAL MISUNDERSTANDING REGARDING OUR EXPECTATIONS ON PACE OF PHASEOUT AND ATTENDANT USG SUPPORT FOR RURAL UPLIFT BE NARROWED AS MUCH AS POSSIBLE. IF IT IS ALREADY TOO LATE FOR PRIOR AGREEMENT BETWEEN OUR TWO GOVERNMENTS ON THIS PROGRAM, AT THE VERY LEAST WE SHOULD ASSURE THAT WE HAVE TAKEN

EVERY PRECAUTION TO EXPLAIN OUR OWN ATTITUDE AND INTENTIONS AT THE HIGHEST LEVEL OF THE GOP. WE SHOULD ASSURE OURSELVES THAT THE PRIME MINISTER PERSONALLY IS UNDER NO MISAPPREHENSIONS REGARDING THE DIMENSIONS OF POTENTIAL USG FINANCIAL SUPPORT FOR A RURAL UPLIFT PROGRAM. WE ALSO THINK THE PM SHOULD KNOW OF OUR ASSESSMENT HERE IN WASHINGTON THAT EXTENDED PHASEOUT PERIOD IN SETTLED AREAS COULD PROVE DIFFICULT TO DEFEND ON CAPITOL HILL. BHUTTO SHOULD RECOGNIZE THAT PRESENT GAO STUDY OF INTERNATIONAL NARCOTICS CONTROL EFFORTS MAY FOCUS ATTENTION AS NEVER BEFORE ON THIS PROBLEM IN NEXT SESSION OF CONGRESS.

5. REGARDING THE HANDLING OF PUBLICITY ON A PRODUCTION CONTROL PROGRAM, THE GOP WOULD NOT NEED OUR CONCURRENCE IF IT TAKES UNILATERAL MEASURE, THOUGH WE STILL NEED TO THINK ABOUT USG RESPONSE. PRESUMABLY WE WOULD WANT TO WELCOME A CONTROL PROGRAM PUBLICLY. BUT WE NEED TO CONSIDER JUST HOW CLOSELY USG SHOULD BE ASSOCIATED WITH GOP PROGRAM WHICH IS LIKELY TO DRAW CRITICISM AND WHICH IS NOT THE END PRODUCT OF BILATERAL NEGOTIATION. MISSION COMMENTS ARE INVITED.

6. WE APPRECIATE YOUR EXPLANATION OF THE RATIONALE FOR MANNER IN WHICH NARCOTICS LAWS ARE TO BE EXTENDED INTO MERGED AREAS. AMOUNT OF PRODUCTION TO BE LICENSED, HOWEVER, IS CRITICAL QUESTION ON WHICH MISSION SHOULD SEEK CLARIFICATION. IF TOTAL LICENSED PRODUCTION IN SETTLED AND MERGED AREAS IS TO EQUAL OR EXCEED THAT LICENSED THIS YEAR, THIS WOULD BE HARD TO JUSTIFY TO OUTSIDE OBSERVERS. KISSINGER

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Message Attributes

Automatic Decaptioning: X
Capture Date: 01 JAN 1994
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: DRUG CONTROL, AGRICULTURAL PRODUCTION, OPIUM, AGRICULTURAL LAW
Control Number: n/a
Copy: SINGLE
Draft Date: 05 DEC 1973
Decaption Date: 01 JAN 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Authority: garlanwa
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 28 MAY 2004
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1973STATE237809
Document Source: CORE
Document Unique ID: 00
Drafter: RAPECK:MRC
Enclosure: n/a
Executive Order: GS
Errors: N/A
Film Number: n/a
From: STATE
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1973/newtext/t19731243/aaaabfrl.tel
Line Count: 145
Locator: TEXT ON-LINE
Office: ORIGIN NEA
Original Classification: CONFIDENTIAL
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 3
Previous Channel Indicators:
Previous Classification: CONFIDENTIAL
Previous Handling Restrictions: n/a
Reference: A) ISLAMABAD 10316; B) ISLAMABAD 884, 6; C) STATE 209262
Review Action: RELEASED, APPROVED
Review Authority: garlanwa
Review Comment: n/a
Review Content Flags:
Review Date: 07 JAN 2002
Review Event:
Review Exemptions: n/a
Review History: RELEASED <07-Jan-2002 by willialc>; APPROVED <08 MAR 2002 by garlanwa>
Review Markings:

Declassified/Released
US Department of State
EO Systematic Review
30 JUN 2005

Review Media Identifier:
Review Referrals: n/a
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
Secure: OPEN
Status: NATIVE
Subject: NARCOTICS: PHASED BAN ON POPPY PRODUCTION
TAGS: SNAR, PK
To: ISLAMABAD
Type: TE
Markings: Declassified/Released US Department of State EO Systematic Review 30 JUN 2005